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porate promotions and reorganizations. But enough consolidations have been chosen to illustrate the various causes of failure, and the means of reorganization. In three concluding chapters the various promotion schemes and reorganization expedients are summarized.

The point of view of the author is of especial interest. He is apparently a thorough-going believer in the *laissez-faire* principle. He hazards the belief that whatever "trust problem" exists will work out its own solution. Restrictive regulation will only hamper the efficient corporation, and the doom of the inefficient waits on no legislative regulation, but is rather delayed thereby.

In developing the point that legislative action is unnecessary, it is maintained that the success of a consolidation is dependent upon the presence of one of two conditions. Consolidation may be successful if it has at its command executive ability of a high enough order to cope with the difficulties besetting the administration of a large business. The author is much impressed, as he states in the preface, by the tremendous importance of individual ability, or its lack, in determining the success or failure of any enterprise. But he is likewise much impressed by the difficulty of obtaining men with ability to manage a large and scattered group of concerns as efficiently and as economically as a man of ordinary ability can manage a single concern. The lack of such men, or, at least, the failure to find them, explains the unsuccessful outcome of many corporate consolidations, and renders the success of still others problematical.

Yet even though a consolidation is not managed by the most able entrepreneurs, it may still be successful if it is secured against unrestricted competition through having a monopoly control over some essential raw material, some patent, or some franchise. However, in only rare cases are these conditions realized, and the author therefore feels that the trust problem may be left to work out its own solution.

It is at this point that the conclusions of the author are open to criticism. Though certain of the combinations, or trusts, have gradually lost control because of inefficient management, and because of the insistent pressure of vigorous competition, these disintegrating forces will work out their results but slowly, if at all, in the case of those trusts whose monopolistic position is based on the ownership of raw material, or on the enjoyment of patent and franchise privileges, supplemented possibly by the possession of enormous capital, the use of objectionable competitive methods, and the shelter of favoring tariffs. To deal successfully with such monopolies, something more than a *laissez-faire* policy would seem to be required.

ELIOT JONES.

University of Pennsylvania.

DUNLOP, ROBERT. *Ireland under the Commonwealth*. (2 vols.) Pp. ccliv, 753. Price, \$8.00. New York: Longmans, Green and Company, 1913.

The character of this work is better indicated by its description in the subtitle as "A Selection of Documents Relating to the Government of Ireland from 1651 to 1659." The documents, excepting a few from manuscripts in the library of Trinity College at Dublin, are taken from certain volumes in the Irish Record

Office known as the "Commonwealth Records." These volumes contain copies of the letters and orders issued by the Irish commissioners (later the lord deputy and council) who had charge of the government of Ireland during the period. They consequently display the actual application of the principles of the Cromwellian settlement and constitute our most important source of information about that much-mooted policy. Mr. Dunlop, to be sure, does not reproduce the contents of these volumes in full, but the selections printed, in his opinion, "comprise, with the exception of a number of petitions possessing only a limited interest, a fairly complete record of all that is likely to prove of value to the student of the period." He further informs us that the collection was made with the object of assembling "every scrap of information bearing on the government of Ireland by the Commonwealth regardless of whether it told for or against that government" (p. x).

These materials, moreover, are for the most part made accessible to the student outside of Dublin for the first time. Prendergast, who rediscovered these records, used them extensively in the preparation of his *Cromwellian Settlement of Ireland* and included many extracts therefrom in his notes to that work. He rarely gives more than a small portion of any one document, however; his transcriptions are not always accurate, and their value is further impaired by his method of choosing the excerpts to illustrate a not impartial text. This is the only place where any of the orders have been previously printed. A few of the letters have found their way into print elsewhere through the preservation of a small number of the originals of which the "Commonwealth Records" contain only the official copies. Mr. Dunlop finds, however, that with the exception of those in Firth's *Memoirs of Edmund Ludlow*, which constitute the most considerable single collection, they have been poorly edited. Furthermore, it seems probable that the letters were first written in the copy books and then transcribed, which renders the copies of value even where the originals exist.

Mr. Dunlop does not explain fully the principles which he has followed in editing the documents. Some appear to be in the form of abstracts similar to those found in a calendar, while others, although given *verbatim*, are not in full. By far the largest and most important part of the contents, however, is enclosed within inverted commas and apparently consists of reproductions in *extenso*. The spelling has been modernized throughout.

Mr. Dunlop supplements the documents with erudite notes concerned mainly with the identification of persons and places and with an ample introduction. The latter contains not only a summary of the period covered by the documents, but also a survey of the period from 1541 to 1651 chiefly for the purpose of tracing the causes of the rebellion which began in 1641. Briefly, Mr. Dunlop's thesis is that the rebellion was not caused primarily either by Roman Catholic plots or by agrarian difficulties, but by a feeling of antagonism "between the English in Ireland and the English in England" (p. ix). He explains how the levy of cess in Elizabeth's reign tended to arouse the constitutional opposition of the gentry of the Pale, while the policy of settlement at the same time caused the hostility of the native Irish. Religion, which at the beginning of Elizabeth's reign had been a matter of indifference, by the close of her reign

had become, through the activities of the Jesuits, a divergence of burning importance. The consequent tendency of the native Irish and the Anglo-Irish to heal their immemorial differences and to draw together against the common oppressor becomes evident before 1603 and during the reigns of James I and Charles I ever grows stronger, until a united Catholic Ireland rose in 1641 to free itself from the danger of a puritan parliament in England. The narrative is based on a careful study of original materials and adds much to our knowledge of Irish history under the Tudors and Stuarts besides this new point of view.

W. E. LUNT.

Cornell University.

FIELDING-HALL, H. *The Passing of Empire*. Pp. viii, 307. Price, \$2.50. Boston: Houghton, Mifflin Company, 1914.

HOUGHTON, BERNARD. *Bureaucratic Government: A Study in Indian Polity*. Pp. vii, 200. Price, 3s. 6d. London: P. S. King and Son, 1913.

These two books treat almost the same subject matter and arrive at substantially the same conclusion, both are studies of Indian unrest and present a constructive criticism of present-day British policy in the empire. The first is anecdotal and suggestive, the second is devoted to closer argument and gives greater space to the philosophy of government. Both authors write from a background of official experience in India and both choose most of their examples from the government of Burma.

Mr. Fielding-Hall's argument runs as follows: Indian government was formerly successful because it depended on commanding personalities. The English administrator went out at the age of sixteen or eighteen. He was educated after he arrived. Western civilization did not have a chance to stamp itself upon his character but he grew up in Indian conditions and knew the language and the people. Communication was slow, he cultivated judgment and though his power was arbitrary it was tempered by discretion. The old village organization of Indian society was not disturbed and the English officer, who was not only the representative of government but government itself, had an organic connection with the life of the people. His was a human government, one which recognized that fundamentally the Oriental was moved by the same motives as the Occidental and that the basis of control was sympathy and mutual understanding and respect.

New conditions have destroyed this basis of control. Communication has improved, the officer has become only the last link of a chain which extends to the viceroy and the privy council. As a result freedom of decision has vanished from him, he becomes only the agent of a central authority charged with the duty of carrying out the iron-bound rules of the Indian code. At the same time that he has been made a functionary without real power or discretion the influence of the village which was the basis of Indian government has been destroyed. The headman instead of being part of the village charged with the administration of a unit possessed of a large degree of local autonomy, has become merely "a finger of government" no longer commanding the confidence and respect of the community because he is both in it and of it. The